Community Management Plan Development

Part of the Community Management Series

Manitoba Aboriginal and Northern Affairs

COMMUNITY MANAGEMENT PLAN DEVELOPMENT

I am pleased to provide you with this copy of the Aboriginal and Northern Affairs handbook regarding *Community Management Plan Development.*

This handbook has been prepared to assist community councils with putting together a working document that outlines and details how they will achieve annual goals and objectives key to effective local governance. As a work in progress, the Community Plan continues to grow and respond to needs and issues that occur throughout the year.

An excellent planning and management tool, the Community Plan deals with issues such as setting guiding principles, capital planning, making action plans, conducting financial operations and land use planning. It breaks each topic into components and provides detailed information about how to deal with the topic and why.

Manitoba Aboriginal and Northern Affairs supports the development of community plans by providing advice and information.

We welcome your questions and comments.

Yours sincerely,

Eric Robinson,
Minister

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Community Management Plan

General Information

A part of local governance.

A Community Management Plan is a key component of local governance. The plan becomes the document that outlines and details how the council intends to achieve its goals and objectives.

A Community Management Plan is owned by the community council not the Department of Aboriginal and Northern Affairs. The role of the department is to support the community plan by providing advice, asking questions to help the council consider the many issues, and acting as a resource to the community.

A Community Management Plan is a "work in progress" which the council works on at various times throughout the year as information becomes available. It grows according to the community need to deal with issues and concerns.

A Community Management Plan eventually outlines the basis by which the council will measure its own progress.

Typical Components of a Community Management Plan

- Statements of guiding principles for the community
  - Values
  - Vision Statement
  - Mission Statement
  - Goals
  - Objectives
  - Performance Measures

- Specific Action Plans
  - Staff Training Plan
  - Maintenance Management Plan
  - Financial Operations (O&M Budget)

- Capital Five Year Plan
  - Specific capital project plans

- Land Use Plan (where appropriate)

Each council, in developing its own plan, prepares the sections needed according to the council priorities. Sections are prepared with the assistance of community employees and consultants from Manitoba Aboriginal and Northern Affairs or other departments.

Where to Begin

Setting Priorities

Council is responsible for setting its priorities within the overall framework of the Community Management Plan. These priorities are dictated by need to:

- meet certain planning dates,
- review various reports,
- meet legislative requirements,
- address conditions and specific issues of concern.

Other priorities will be dictated by community residents who bring concerns and issues to council for action.

Because council sets its own agenda for meetings, it can set the priorities for dealing with the planning business of council as part of that agenda. If there are no plans, then council has an opportunity to develop plans. Where plans are in place, council can follow the timetable to ensure planning can be done over a period of time instead of trying to do it all in one or two sessions.

Setting the timetable

Within the overall timetable of local governance and various activity cycles, council may set the timetable for its regular meetings, for special meetings, for special public input meetings, etc. Some councils use sub-committees and "round-tables" to conduct the necessary planning research, proposal development and reviews. It is suggested that councils begin the planning cycle in September in order to be ready for January, at which time the Management Plan is submitted to the Department.

At the first meeting of the council after an election, or on an annual basis at the same time each year, council should review all the work it has to do and set a basic timetable. Time should be included for sharing information with residents of the community.

Council should include in the planning process staff and other resources needed to ensure that all the information is available to enable council members to make informed decisions.

Setting the Strategy

Setting strategy is important. Council will want to decide how it will:

- inform the public about things it wants to do;
- obtain public input into items of concern to council;
- have the public identify other concerns council may need to deal with;
- prepare various action plans;
- keep the public aware of the Community Management Plan;
- report progress and accomplishment of council.

Council has several ways to share information and obtain community feedback. They include:

- a printed newsletter to all residents;
- a round table discussion;
- a panel discussion;
- a public meeting;
- a survey.

Whatever method is used, council needs to:

- obtain information from its staff;
- provide information to the public;
- provide the public with the opportunity to review and discuss plans;
- consider public input, and make appropriate changes to plans;
- report to the public on what was achieved.

Management Plan Details (by component)

Guiding Principles - also known as Values, Vision, Mission and Goals

- Values
  Values are the **principles** that govern interaction between council members and the public or other groups.

  An example of a value is "respect." Respect allows council members to listen to community needs, listen to one another and listen to other groups. Respect encourages participation because each person's view has some value. Respect does not interrupt others. Respect leaves personal differences aside and focuses on solving the issues. Other values might be commitment, accountability, honesty and progress.

- Vision
  A vision is a statement that describes what the community would like to achieve. A good vision includes supporting documentation that recognizes the strengths, weaknesses, opportunities and threats in the community

- Mission
  A mission statement declares the purpose of the council. It is a foundation upon which council members can agree to work. It recognizes and responds to the three questions: "Who do we serve? What need of theirs do we attempt to fill? How do we do it?"

- Goals
  Goals are statements that give a clear outline of a long-range step that council plans to undertake over the next 2-3 years in achieving the Vision. Goals lead to the development of objectives and action plans.

- Objectives
  Objective statements provide for action to be taken in a short term (generally one year). The statement describes the action in terms that are specific, measurable, attainable, relevant and within a specified time frame.

- Performance Measures
  Performance measures tell council if the objective has been achieved. Performance measures should be able to answer yes-no questions and provide a measurable response.

Capital Plan

Communities have already developed Five Year Capital Plans. Each year, councils are asked to update those plans by recording the changes in infrastructure that were achieved in the year past and identifying new infrastructure needs. These plans allow councils to identify capital infrastructure that will contribute to achieving the community vision.

Within the Five Year Capital Plan will be a number of projects, both small and large. Council needs to develop each of the project proposals, to the extent possible within their capabilities, and have them available at any time for submission to a funding agency for approval. Councils may also decide to raise funds locally for a specific project and put those funds into a financial reserve until the project goes forward.

Councils with well-prepared project proposals "on the shelf" have a better chance of seeing them approved. Councils that prepare project proposals at the last minute may find that their proposals are less likely to be approved if they are not adequately documented.

Action Plans

There are several action plans that will help council respond to specific problems. Some of these include:

- Staff Training
- Maintenance Management
- Protective Services
- Public Works
- Recreation

- Staff Training Plan
  Councils want and need well-trained staff. Unfortunately, experienced staff is not always available. **Councils may have to expend monies to ensure staff are trained and competent.** Council should develop a Staff Training Plan that outlines clear training objectives, performance measures, and provides council with a picture of what is required to ensure trained staff are functioning. Staff training should consider current qualifications and required standards for staff to meet. Staff may also be made aware of courses available.

- Maintenance Management Plan
  Maintenance does not happen unless it is planned. Council staff may have a plan, but that plan might not respond to council priorities. A specific maintenance plan becomes invaluable in developing a maintenance program to improve and take care of community infrastructure. Community staff and department consultants can also help council identify what maintenance work is required. **A good maintenance plan helps to ensure that all necessary work gets done.**

  A maintenance management plan also helps community employees plan their work, because they know deadlines have been set by council. Further, a maintenance management plan assists council to make maximum use of financial resources and extends the useful life of assets. A maintenance management plan may not solve all the unexpected problems of equipment breakdowns but it will go a long way towards reducing such events by using preventative maintenance.

  The department has available a "Maintenance Management System" which identifies all possible maintenance actions and can be adapted to fit the community. A plan that works and can be flexible to meet the community requirements is important.

- Environmental Control Action Plan
  Environmental issues are subject to legislative standards. **Councils need to have specific action plans in place to ensure that environmental standards are met for water, sewage and waste disposal**.

- Protective Services Action Plan
  Protective services include public safety, fire protection and, in some communities, emergency ambulance services. **In each of these areas, Council should work out action plans with the employees or volunteers who provide the specific services**.

- Recreation Action Plan
  Recreation is any activity that a person enjoys doing. These activities, whether organized or not, can range from less active pastimes such as walking or quilting to highly active events like swimming or playing soccer. **Council, recreation directors, recreation committees and volunteers all work as partners to provide structured recreation opportunities for the community**. To achieve success, a recreation action plan seeks continual feedback from community residents to determine needs and priorities. Council provides direction and support to the recreation director and recreation committee through the recreation action plan and in implementation of recreation activities. Recreation plan activities should target all ages - youth, teens, adults and seniors, and address social, cultural and physical aspects of recreation.

Financial Operations (O&M Budget)

The Budget is the plan for the day to day financial operation of the community. In support of local governance, the department has committed to provide certain levels of funding for services on the understanding that the council will be delivering those services. Council has the opportunity, through the Budget, to adjust the delivery of services in accordance with the council priorities.

Budget information comes from
- last year's financial reports,
- estimates of increases in costs due to increase in rates by service providers (e.g. Hydro) or increased cost of goods by other companies (e.g. gravel),
- addition of estimates for new program or service costs, and
- additional infrastructure maintenance costs from projects completed during the year.

The Department generally provides "Budget Guidelines" for use by communities.

- The Budget is divided into specific areas, such as:
  a.) Administration
  b.) Public Works
  c.) Protective Services
  d.) Recreation

The financial reporting system used by council also will help to define the areas. In preparing the Budget, council brings together all management plan components and determines the finances that council proposes to allocate to each activity or area.

- Administration is generally concerned with administrative staff salaries, staff operating costs and council operating costs (i.e. honorariums, travel, etc).

- Public Works includes all those areas of general public interest such as roads, building maintenance, water, sewer and so on. This area should be prepared considering the various action plans noted earlier.

- Protective Services includes areas such as the Fire Department, a Community Constable, Community Emergency Plans and, where appropriate, Emergency Ambulance Services.

- Recreation should target all community residents and may provide support for a variety of activities other than just sports. Other costs might be for full- or part-time recreation directors. Some communities may ask the recreation committee to assist in identifying recreation costs and, where appropriate, some revenue sources.

Regardless of the specific area of the budget, council needs to talk to its employees and find out from them what they need to do the best possible job for council. Council will have to set priorities and that is not always easy to do.

Land Use Plans

Land use plans consist of two documents: a Development Plan and a Zoning By-law. The Development Plan is a document, enacted as a by-law, which sets out council's policy statements on acceptable and permitted land uses within the community. The Zoning By-law put into place all the details, such as the height and type of materials for fencing. After the by-laws are enacted, council may then manage application of the land use plans within the community.

Land planning is one of those areas that can easily be misunderstood. There is a very detailed process followed in the development, enactment and administration of land use by-laws. At this point in time, the department is still putting in place tools council can use in land planning. Sample by-laws are available on request.

Community Management Planning Process

Council may establish its own process for developing its Community Management Plan. This process should be written down so that both council members and the public can know and follow the process. Part of the process will be fixed according to the council's timetable, but should consider the following:

- obtaining employee and community input;
- monitoring and reviewing progress;
- reporting; and
- updating the plan.

Obtaining community input

A variety of ways exist for council to get community input. A very effective way is simply for members of council to talk to residents, one on one, about various ideas and concerns. Another method is for council to hold a special public meeting to permit residents to make suggestions, raise issues, etc.

Some councils may want to use "Round Tables," where a facilitator assists in organizing the event so that many people can participate at the same time through small group discussions.

In consulting with residents, council members must be sure of the information they give out, and should verify the information they receive.

Monitoring progress and review

Both the community residents and the Department want to know that council is succeeding. Council members also need to know that they are on the right track or, if something is going wrong, what and why.

The Department encourages council to regularly review progress on the community plans. This does not mean reviewing every action plan at every meeting, but setting time to review all of the action plans throughout the year. Financial operations are reviewed every month because council needs to know exactly what dollars it has available for the month.

Part of the responsibilities that council undertakes when it signs the MCA funding agreement, is to provide certain documents to the department. These same documents are considered part of the public information of a community and must always be made available to the public. Council needs to have a system that allows it to (a) keep the public informed and (b) continually update sections of the document as required. The use of a loose-leaf system has many advantages, but requires that a date be put on all pages so that council, the public and others can identify the most current parts of the documents.

Reporting

Council is accountable to the community for its decisions and actions. Reporting is part of being accountable. Some of the ways councils are accountable include the following:

- A master copy of the Community Management Plan should be kept in the Council offices by the clerk or the administrator. A second copy is to be forwarded to the regional office as various sections are updated. Manitoba Aboriginal and Northern Affairs will make additional copies as required for department use.

- The yearly audit report is shared with the community by making sure a copy is available for residents to read and ask about, and by reviewing the report with the Department.

- A yearly infrastructure status report will be shared with council to enable council to examine how well the infrastructure is maintained. This enables both council and residents to discuss need for new infrastructure, major repairs to infrastructure and related questions.

- Quarterly or semi-annual financial reports are to be submitted to the Department, dependant upon council management performance. These reports are also public information and can be reviewed on request at the council office by members of the public.

Updating the Plan

A good management plan can always be made better by periodically updating the plan. A management plan is considered to be a work in progress, even though copies of the plan may be required at specific points in time. It is like taking a snapshot to record where one is in a building project compared to the blueprints needed at the beginning of the work.

Every time some additional information is made available, that information should be recorded, and attached to or clipped with the working copy of the plan, so that it does not get lost. Council members, community employees and department consultants learn to share information, so that updating the plan becomes easier the next time around. Every time something from the plan is accomplished, it encourages everyone to make greater use of the plan to accomplish more.

References

- MCA funding agreement, where applicable
- Policies
- Accountability Standards

Each council should have signed copies of the MCA funding agreement, previously known as the Self Reliance Agreement, applicable policies and the accountability standards. If your council does not have copies, then council should:

- obtain relevant documents from the regional office;
- develop acceptable policies, as required.

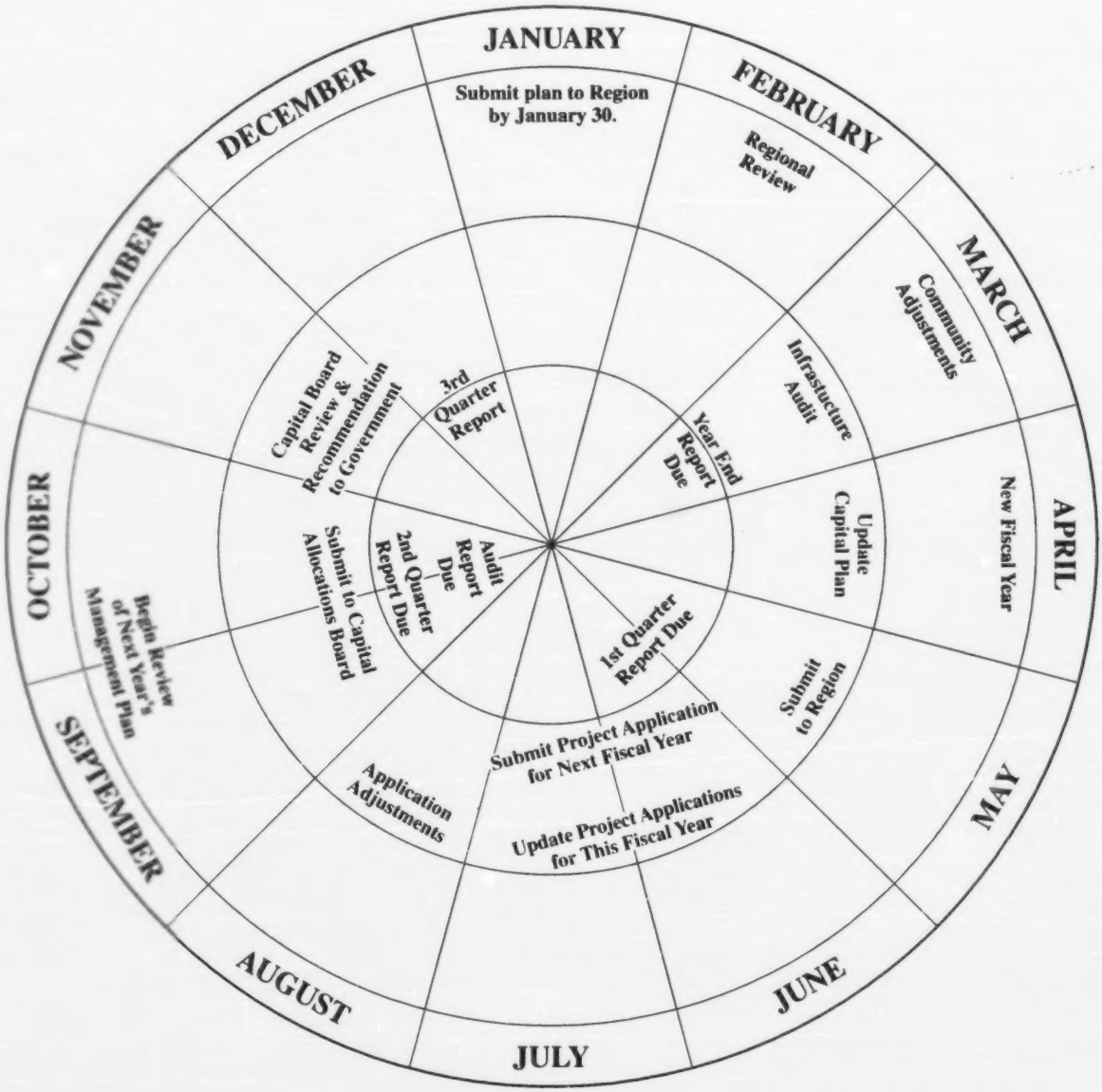
Samples and Appendices

Samples of parts of a Community Management Plan are attached to illustrate acceptable forms of Community Management Plans and typical information expected in a plan. Regardless of what the final plan for your community looks like, you need to have a form, that is easily understood by the residents of your community and your council, and answers questions that the department may have.

Appendices

A- Management Cycles Chart
B- Calendar of Required Dates
C- Sample Community Management Plan

Appendix A
Management Cycles Chart



Appendix B
Calendar of Required Dates

Month	Date	Action
January	10th	3rd quarter financial report due
	31st, or last working day before	Submit community Management Plan to Region
February	2nd Wednesday	Election Day in years 1 and 2 of 3 year cycle
	28th or last working day before	Update current project applications
March	15th, or last working day before	Submit adjusted management plan
April	10th, or last working day before	Complete Year End statements for auditor
	15th	Advise department of auditor selected
	30th	Submit year end report to region
May		Should have received Infrastructure status report
June	15th or last working day before	Submit Capital Projects applications for following year
July	10th	1st quarter financial report due
August		Capital project application adjustments to be made
September		Begin review of next year's management plan
	15th	Submit final Capital Project Applications to Board
	30th	Audit Report due
October	10th	2nd quarter financial report due
November		
December		Finalize community management plan
	15th	Update Capital Plan

Appendix C
Sample plan

Community Council

Community Management Plan – 2000 - 2001

Part 1 GUIDING PRINCIPLES FOR THE COMMUNITY

Values and Operating Behaviors to be followed by Council members

- Accountability to the Community residents in matters of Finance, Administration and delivery of community programs and services
- Respect for community residents and for each other
- Honesty – sharing all information in a fair manner to build up community residents and our community.

The PREFERRED future for the community

VISION STATEMENT

Keeping in mind the unique characteristics that our community has, our vision is to create and sustain a safe, healthy, clean and self-sufficient area which encourages community and individual development without endangering our environment.

What is OUR PURPOSE

MISSION STATEMENT

To provide and promote a strong, active foundation for our community which continually evolves to maintain a safe, healthy and self-sufficient community.

Goals should be broad statements that indicate a direction. They do not need to be time dependent as that will be done in expressing the objectives.

Part 2 GOALS

- To maintain a protected and healthy environment
- To maintain and upgrade community infrastructure and administration
- To promote and support economic growth and development
- To encourage sustainable development
- To encourage involvement and participation from all parts of the community
- To provide social and medical necessities to the residents

Objectives are established for each GOAL. An objective is a more precise statement that clearly indicates something that can be measured when it has been achieved. You may wish to include a time frame. Objectives are followed by action plans which have very specific time frames and performance measurements.

Part 3 OBJECTIVES FOR EACH GOAL

To maintain a protected and healthy environment

- Provide safe roads within the community
- Ensure continued maintenance of community waste disposal sites
- Ensure development of a trained Fire Department

To maintain and upgrade community infrastructure and administrative capacity

- Enhance and maintain integrity of financial administration in the community
- Develop and increase communication between the community and all levels of government, businesses and residents.
- Ensure capital planning is timely and appropriate to community needs

To promote and support economic growth and development

- Reclaim and develop "Commercial Point"
- Develop a community owned business
- Expand useful land base

To encourage sustainable development

- Encourage community participation in economic round table
- Encourage private industry such as restaurants, fishing lodge, etc.
- Set up means of testing water and sewage for the region

To encourage involvement and participation from all parts of the community

- Support and encourage assistance for recreation committee
- Encourage development of community newsletter

To provide social and medical necessities to the residents

- Promote consideration and development of regional medical services
- Ensure all residents have access to and receive satisfactory health care when required

The community may wish to set a table that identifies time frames for completion of some objectives. The following table is an example:

Objective	2000/ 2001	2001/ 2002	2002/ 2003	2003/ 2004	2004/ 2005	COMMENTS
Develop maintenance plan for roads	X					
Road upgrading contract		X				
Traffic Signs	X	X				
Establish fire Department		X				
Fire Department Personnel training plan		X	X	X		
This approach allows a Council to identify when a service would be dealt with, if not in the current year. It may be a situation where Council has its hands full and a service is a lower priority in the current year.						

Part 4 Community Action Plans

The action plan that follows gives a concise method of presenting the important information, what the specific task is, who is responsible and a comment indicating progress towards completion. This action plan is assumed to be a ONE YEAR plan. Performance measures in this action plan are based on Yes or No answers: The action was completed. Yes or No.

E. COMMUNITY COUNCIL ACTION PLAN – 1999-2000			
Goal/Objective/Activity	Responsibility	Start	Finish
To maintain a protected and healthy environment			
Provide safe roads within the community			
1.1) Develop maintenance plan for roads • Council to obtain community input • Road grading – x kilometers • Snow removal – x kilometers • Culvert replacement - # culverts • Surface gravel stockpile	Council		
1.2) Review and renew Highways contract • Review standing policies • Review contracts agreements • Grading schedule submitted	Council		
1.3) Traffic signs • Type and # of signs to order • Is traffic by-law required • Signs installed • Community Education program re traffic signs	Council Request RCMP assistance		
Ensure continued maintenance of community waste disposal sites			
2.1) Develop maintenance plan • List of requirements developed • Environmental input obtained • Plan prepared • Staff training identified • Staff trained to carry out plan	Council Request environment assistance		

Goal/Objective/Activity	Responsibility	Start	Finish
2.2) Long term plan development • Identify long term limitations of site(s) • Include appropriate plans in Capital program	Council Request assistance of Engineering		
Ensure development of trained Fire Department			
3.1) Establish Fire Department • Hold public meetings to gain interest • Enact Fire Department By-law • Appoint Officers and members	Council Request assistance of Fire Commissioner's Office	Sample by-law received from Northern Affairs	
3.2) Develop equipment maintenance plan • Verify inventory • Identify equipment maintenance requirements • Identify training required • Identify resources • Prepare plan for approval	Fire Department Officers		
3.3) Develop member training plan • Review applicable standard to be met • Determine number of persons required • Identify training required • Identify training resources • Prepare plan for council approval	Fire Department Officers		
3.4) Develop Emergency Communications System • Review communications requirement • Identify options available • Identify resources • Is this a Capital requirement	Fire Department Officers		

In this format, the goal and objective are identified from the earlier work and are moved to single line elements.

- Required activities are listed and may be indented. List can be modified as necessary.
- Major responsibility is identified, along with resources to be requested for assistance
- Last columns are used to identify progress achieved

COMMUNITY STAFF TRAINING PLAN – 1999-2000				
ACTIVITY	Participant	Responsible	start	finish
Clerks/Administrators Workshop				
Administrator to attend – January 2000	Administrator	Mayor		
Waste Water School				
Public Works Employee to attend Level II sessions	P.W.	Public Works Supervisor		
Fire Department				
Fire Chief to attend Chiefs workshop sponsored by Fire Commissioner's Office	Fire Chief	Public Safety Supervisor		

In addition to the daily/weekly maintenance management check lists etc, there should be an overall plan identifying the major items that are to be worked on during the year. This plan forms the basis from which the public works employees plan their activities.

Community Maintenance Plan

Month	Activity	Responsible	Start	Finish
April	Wash down & check SBR Tanks	Water/Sewage Operator		
	Spring service of equipment	PW Employee		
	Inspect Arena for Fire Safety	Fire chief		
May	Waste Disposal Site – push back waste	PW Employee		
	Ensure culverts and drainage working -identify replacement work to be done	PW Employee		
	Open crawl space vents on applicable buildings	PW Employee		
June	Plan details of building exterior painting program	PW Employee - summer staff (?)		

Other items may be inserted here as Council develops parts of the plan

Part 5 Community Operations Plan – O&M Budget

Revised: Oct 1998

ANNUAL
ESTIMATES

Page 1

GENERAL OPERATING

BUDGETED REVENUE AND EXPENDITURE

COMMUNITY OF _____

For the Year of _____

O & M FUNDS	LAST YEAR ACTUAL	CURRENT BUDGET	PROPOSED BUDGET
REVENUE			
029 Grants			
049 Locally Generated			
059 Community Operations			
099 TOTAL O&M REVENUE			

EXPENDITURE

249 Administration			
349 Public Works			
499 Protective Services			
529 Environmental Services			
539 Recreation			
559 Community Operations			
999 TOTAL O&M EXPENDITURES			

RESERVE FUNDS

090 Reserve Funds – Revenue			
990 Reserve Funds – Expenditure			
Balance of Reserve Funds			

1.

ADOPTED BY Council/Local Committee

Resolution No. _____

_____
Mayor/Chairperson

_____
Clerk

2.

APPROVED on behalf of the Department of Northern Affairs, this _____ day of _____ 19____.

_____
(Authorized Department Signature)

Note: Only the cover sheet of the budget form has been included in this sample. The full budget document would form part of the completed plan

Part 6 Capital Five Year Plan

Capital Objective	2000/ 2001	2001/ 2002	2002/ 2003	2003/ 2004	2004/ 2005	Total for project
Upgrade Roads		$10.0	$10.0			$20.0
Traffic Signs		$2.0				$ 2.0
Fire Department personnel gear replacement	$5.0	$5.0				$10.0
Garbage Truck			$25.0			$25.0
Capital Repairs to Arena Roof				$15.0		$15.0
Waterline Expansion- Engineering & Design					$15.0	$15.0
Total for year	$5.0	$17.0	$35.0	$15.0	$15.0	$67.0
This approach allows a Council to identify when a capital item is planned for, if not in the current year.						

In addition to the five year plan. Council may wish to develop a specific one year plan providing more detail about financial sources.

Capital Projects for the year 2000-2001				
Project description	Capital Grants	Reserve Fund	Other	Total
Upgrade Roads – stockpile gravel	$5.0	$5.0		$10.0
Traffic Signs	$2.0			$2.0
Fire Department – personnel gear replacement	$4.0		* $1.0	$5.0
Notes: * Other funds are funds raised by Fire department as part of local generated program				
Totals	$11.0	$5.0	$1.0	$17.0

Part 7
Land Use Plan –Include a copy of the Community Development Plan by-law and Zoning By-law where these have been adopted and are in effect.